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ABSTRACT

An analysis is provided of the relationship between organizational change and shifts in programming and curriculum at Georeg Brown College (GBC) in New Brunswick, Ontario. Sections I and II focus on trends affecting all Ontario colleges, including demographic changes in tne student population; reduced government funding; the privatization of training; aging faculty; and internal management problems. Section III examines ways in which community outreach has been humanized at GBC, reviewing the organizational structure of the Community Outreach Department; innovative features of the college's community-based programs; and case studies of specialized programs for women, trade unionists, the multicultural community and senior citizens. Section IV focuses on the management of change within the college system through: (1) increased participation by staff and students in college governance; (2) greater union/management cooperation; (3) increased professional development activities; (4) operational reviews; (5) management renewal; and (6) an initiative to meet multicultural training needs through staff development and programming for students. Section V outlines the challenges ahead in terms of funding constraints, structural conflicts, and human resource development. Appendixes outline community-based affiliated programs by client group and by funding source. (AJL)

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ENSURING ACCESS TO LIFE-LONG LEARNING:

A CASE STUDY OF ORGANIZATIONAL CHANGE

by

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Ensuring Access to Life-Long Learning: A Case Study of Organizational Change

Terry M. Dance, M. Ed.
George Brown College

I. INTRODUCTION

"It is characteristic of people in educational institutions to call for change of all kinds so that the world may become a better place for all. It would be ironic and disastrous if their own institutions were to resist changes that would allow them to become really important educators of and for the future of Canada." (Dennison & Gallagher, 1986, p. 212)

Change is likely to be the single most important phenomenon facing Ontario's colleges in the years to come.

This change is occurring on all fronts. An increasingly diverse student population, the privatization of training, aging faculty, internal management problems - all are pushing the college system to renew itself or go the way of the dinosaur.

This paper analyses the experience of George Brown College in initiating "a new order of things". It focuses on **the relationship between change in programming and curriculum and change inside the organization itself**.

The President of the College, Doug Light, describes George Brown as a "caring institution", dedicated to meeting a full-range of needs, from technical training to the development of each individual's human potential.

In declaring a "Students First" policy in September 1987, the President reconfirmed the College's mission. "More than ever before, we must value every student or potential student, and that value must be reflected in our treatment of them. George Brown must adopt a service orientation that puts the needs and interests of students first." (1987, p. 2)

Through a dynamic partnership with more than 40 community, labour, multicultural, and senior citizens' organizations, the College is living out this vision. Despite reduced government funding and external competition, the College is becoming a "centre for life- long learning" rather than simply a re-training or post-secondary preparatory institution.

Through a case study of one particular department, Community Outreach, the paper documents the College's new commitment to a wide variety of 'human clients'. The College is committed to ensuring equity and access to life-long learning, regardless of the age, sex, ethnic origin, or education of the learner.

The community outreach initiative is only one example of this new vision of the college. A series of College-run workplace daycare centres, the opening of a new School of Hospitality, and the twinning agreement with a university in China all reflect the same spirit.

As the College opens its doors to a highly diverse group of learners, the content and mode of program delivery is changing. At the same time, a new spirit of collegiality inside the college is renewing the organization and its staff. The author argues that there is an integral link between these two phenomenon. **Humane programmes can only be conceived within a humane organization.**

The management of organizational change is perhaps even more of a challenge than re-vitalizing programs and curriculum.

Institutions, as well as individuals, need to embrace life-long learning as a mode of being. A teaching institution must become a learning institution with a self-renewal mechanism.

The paper describes a number of encouraging new

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developments at George Brown including the management renewal process, expanded representation on the Board of Governors and College Council, increased professional development activities, greater cooperation between management and the union, departmental operational reviews, and the multicultural change initiative.

The author concludes that the human client, the human curriculum, and the human organization are interdependent. If the change process is to be real and lasting, a college must renew itself on all three fronts.

II. A TURNING POINT FOR ONTARIO'S COLLEGES

Ontario's colleges have experienced phenomenal growth in the past twenty years, but that period of unparalleled expansion has recently come to an end. The colleges are confronted by a number of serious external and internal problems which pose a challenge to the entire college system.

An increasingly diverse student population, reduced government funding, the privatization of training, aging faculty, and internal management problems are some of the significant issues facing colleges today.

Will the Colleges attempt to maintain a model of higher education which is becoming out of touch with today's reality, or will they redefine their mandates in a creative, positive way?

A Diverse Student Population

The traditional image of the college student as a young, post-secondary graduate is no longer accurate. Dennison & Gallagher point out that the student body age 25-44 will be the largest to the end of this century (1986, p. 139).

Michael Skolnik's report confirms that prediction concerning a decline in the student body age 18-24. "Demographic considerations suggest that an enrolment decline in provincially-funded programs (post-secondary) is imminent, and it may be a quite substantial enrolment decline" (1985, p. 81).

The new students will have finished with the traditional school/college/university phase and will need to continue their education. "They will not be satisfied with traditional methods of instructing college-age students" (Dennison & Gallagher, 1986, p. 139).

A second important demographic change is the fact that the percentage of the Canadian population in retirement will increase dramatically by the end of this century. The younger retirees may well be anxious to contribute to society and continue their learning.

Recent census information indicates that in twenty years time, **the number of senior citizens living in Ontario will increase by a staggering 55%.** The result of the "Baby Boomers" aging will be that by 2021 almost one in every five Canadians will be aged 65 years or more (Rudin, 1987, p. 22).

Dennison & Gallagher argue that "in general terms, it would mean making the more mature learner central to institutional life and activity rather than remaining as a guest in an institution primarily geared to younger, full-time conventional students" (1986, p. 176).

The huge increase in the number of women and part-time students enrolling in colleges since 1970 is another significant factor requiring a more flexible enrolment system.

Multicultural communities around the province also have specific needs which have not been sufficiently addressed by the college system. Maureen Hynes of George Brown conducted extensive consultations with members of diverse racial and cultural communities in Toronto and heard repeatedly that vast numbers of community members need a wide variety of training programs (Hynes, 1987, p. 5).

An Ontario government study, For Adults Only, notes that "recent shifts in the pattern of immigration to Ontario have been in directions which have increased the demand for educational services" (Ontario MCU, 1986, p. 8).

Tremblay and Wood argue that "the colleges and technical institutes of Canada have been very slow to respond to the challenges of the federal multicultural initiative in general, and in particular, to the needs of the increasingly diverse populations within which they are situated" (1986, p. 19).

In a period of shrinking enrolment and declining funding, the colleges have at their doorsteps a giant reservoir of training potential. But the doors must be opened.

The Privatization of Training

Funding becomes a critical issue in the colleges' attempt to meet the needs of a changing student population.

The Minister's Task Force on College Growth raised the alarm in 1981 by pointing out that the Ontario CAATs have seen a dramatic increase in the number of students but a decrease in real support for the college system from government sources (1981, p. 141).

Michael Skolnik's report, Survival or Excellence, is a more recent study which documents the discrepancy between funding levels and College enrolment. Skolnik reports that full-time post-secondary students increased from 35,000 in 1971 to 95,000 in 1983, and yet the real provincial operating grant per adjusted funding unit decreased by 33% between 1978-79 and 1983-84 for the system as a whole, and by 50% for George Brown College (1985, p. 33).

The Colleges cushioned the impact of this decline in provincial operating grants through reliance on federal funding. Revenue from federal purchases remained constant between 1978-84 and constituted roughly 20% of College activity.

At George Brown College, however, federal training programs constituted well over 30% of College activity (1985, p. 35).

With the introduction of the federal government's new training policy, the Canadian Jobs Strategy (CJS) in June 1985, the funding situation worsened. CJS embodies a new training philosophy: the privatization of training.

Over a three-year period, the College system has been cut back by up to 50% and the funds diverted to private industry, entrepreneurs, profit-making schools, and community-based programs.

Several women's and community organizations have argued that the privatization of training as a systemic trend is detrimental, particularly to women. "A radical shift to funding the immediate training needs of businesses using taxpayer's money will not overcome the occupational segregation of women. It may well reinforce it" (Dance & Witter, 1988, p. 8).

Dance & Witter document the fact that the proportion of women trained by employers is lower and the training is highly job-specific with little provision for upgrading in generic skills. CJS has also reinforced training for women in traditional, low-paying occupations, and does not ensure proper evaluation and monitoring of private sector programs.

The situation is compounded by the fact that overall training and employment funds for the country have been steadily reduced from $2.1 billion in 1985-86 to less than $1.7 billion in 1987-88.

Internal Management Problems

All of the above factors have contributed to declining morale among faculty, staff, and management in the colleges. Walter Pitman believes this poor morale has become "the major threat to the continuing capacity of colleges to serve this province" (1986, p. 4).

Dennison & Gallagher note that in the early days of the colleges' existence "business and industry were very much preoccupied with improving the management of their firms, but colleges were unaffected by these new developments outside their arenas...now there is broad concern that institutional management needs reappraisal." (1986, p. 199).

After extensive interviews with Ontario college faculty members and administrators, Michael Skolnik reported that "many of the concerns expressed by faculty are about the manner in which the colleges are managed: the industrial production model employed by most, if not all, colleges; the lack of consultation; the insensitivity to factors which are not quantified, and what faculty view as a clear lack of educational leadership on the part of administration." (1985, p. 7).

Antagonistic union-management relations certainly harm the colleges' ability to remain competitive and sensitive to community needs. Built-in structural conflicts, however, make it very difficult to practice true collegiality (as described in the last section of this paper).

It should be noted, however, that during the past year, cooperation between union and management has increased in a number of colleges.

The aging of college faculty and administrators is also an important concern. Students are increasingly critical of instructors who fail to keep up with the rapid rate of social and technological change.

A Choice of Directions

Ontario's colleges are confronted with a number of possible new directions. They can:

- Continue to evolve as comprehensive, geographically- basedinstitutions.
- Become exclusively preparatory institutions for post- secondary youth.
- Become purely re-training institutions.
- Specialize more in various disciplines/areas.
- Become centres for life-long learning.

These choices are not always exclusive, and there may be others. Dennison & Gallagher clearly favor the last choice: centres for life-life long learning.

Life-long learning as a master concept, they suggest, may well involve the following:

- A more cooperative posture among all institutions and agencies within a community to assist people to learn.
- The de-institutionalization of learning.
- A focus on the workplace, the family, and neighbourhood as important venues for learning.
- A frontal attack on illiteracy through community learning networks.
- A support system for learners (childcare, inexpensive meals,personal counselling).
- Greater emphasis on results and competencies rather than time spent in class.
- Special attention to learning opportunities for the traditionally disadvantaged.
- An entrepreneurial spirit within the colleges.
- Educational credit for learning that takes place outside institutional walls.

If an institution is genuinely committed to ensuring equity and access to life-long learning, this is the only viable model.

While maintaining its traditional post-secondary and re-training activities, George Brown College has broadened its horizons. Reaching out to more than ten, highly diverse communities, George Brown has become a **"college on wheels"**.

III. HUMANIZING THE CURRICULUM: COMMUNITY OUTREACH AT GEORGE BROWN COLLEGE

The Community Outreach Department at George Brown College was born in October, 1985 as both a response to shrinking funding sources and a renewed commitment to improving access by disadvantaged adults and youth to a college education.

The Department's mandate is to promote the development of community-based training programs affiliated with the College and to expand and diversify College services to the community at large. (See Table 1.)

The Department is responsible for negotiating all contracts with non-profit agencies under the Canadian Jobs Strategy and other similar funding sources.

In two years, the number of affiliated programs grew from 5 to 41, with an estimated student enrolment of 2,852 (1,142 full-time and 1,710 part-time students) as of March 31, 1988.

(For a description of each of the 41 affiliated projects by client group, see Appendix I. For a summary of projects by funding source, see Appendix II.)

Organizational Structure

The Department functions primarily as a staff rather than a line department within the Research & Program Development Division.Staff members operate in a broker/liaison capacity.

The cooperation of the teaching divisions is essential. To date, the line divisions have been remarkably flexible and willing to experiment. The success of the affiliated community-based programs is due in no small measure to the teaching divisions.

The Chairperson reports directly both to the President of the College on a monthly basis and the Dean

TABLE 1
COMMUNITY OUTREACH DEPARTMENT: MAJOR ACTIVITY AREAS

1. Project Management

Manage 41 community-based programs for 10 client groups and negotiate financial contracts with non-profit agencies. Act as liaison between external agencies and college teaching departments, and offer such services as:

- initial consultation and needs assessment
- fund-raising and proposal-writing assistance
- certification of full-time and part-time programs
- testing of student applicants
- instructors on or off-campus
- student services on campus
- curriculum development
- loan of equipment, textbooks, & instructional aids
- rental of college facilities
- publicity
- financial administration

2.Multicultural Change Initiative

Promote the delivery of College services and programs which are sensitive to the needs of Toronto's multicultural community, coordinate the work of the Internal Multicultural Task Force and External Advisory Committee, and facilitate a similar initiative in four other Ontario colleges.

3. Senior Citizens Programming

Coordinate the delivery of College services and programs for senior citizens.

4. Labour Studies

Supervise the delivery of the Labour Studies Certificate Program and coordinate three other Metro Labour Council programs affiliated with the College.

5.Volunteer Training & Referral

Set up and coordinate a Volunteer Referral & Training Centre on campus in cooperation with the George Brown College Seniors' Association and the Volunteer Centre of Metro Toronto.

6. Training for Trainers

Provide opportunities for the professional development of college and community trainers by organizing quarterly conferences, monitoring and evaluating programs, and producing such training manuals as an Evaluation Manual For Community-based Training Programs, and a Proposal-Writing for Trainers Manual.

7. Communications

Produce a quarterly newsletter to promote networking and information-sharing.

8. Lobbying, Advocacy, & Community Development

Advocate for the needs of the community and the college with government and educational officials through speaking engagements, articles and papers, conference presentations, and membership on more than 25 community Boards of Directors and various coalitions and associations.

9. Internal College Liaison

Maintain liaison with the mainstream of the College.

of Research & Program Development. Direct accountability to the President is an important structural feature as it gives the Department more credibility within the College and the ability to make quick decisions.

A fee policy has been devised to cost out College services on a fee for service basis. The objective is to recover costs, not make a profit. The Department helps community groups secure the necessary funds and bills for College services after funding is received.

The process of affiliation is quite straightforward. A Checklist of Affiliation Procedures has ironed out many of the initial problems encountered.

The Department has grown to include seven full-time staff members, including three faculty members on secondment, plus three external consultants on contract.

The Department functions as a team and has a very loose and broad mandate. Policies evolve as community needs become evident, and priorities are set in a collegial fashion.

The Department resembles an "adhocracy" in many ways. Henry Mintzberg points out that "when the dynamic environment is complex, the organization must decentralize to managers and specialists who can comprehend the issues yet allow them to interact flexibly in an organic structure so that they can respond to unpredictable change" (1979, p. 286).

An adhocracy, according to Mintzberg, makes heavy use of liaison devices inside the organization in order to promote innovation. Research-based organizations, small high tech firms, and consulting agencies, for example, rely on this organizational structure.

Educational institutions which produce a routine "product" and yet must be creative in responding to change can incorporate aspects of an adhocracy by differentiating between a research and development function and teaching activities.

George Brown has done precisely this by creating a distinct "Community Outreach Department". Because the Department is relatively free from daily line pressures, it can push the College beyond its traditional boundaries. The risks involved in innovation are fairly minimal, since new initiatives start on a small scale before being generalized to the college as a whole.

Innovative Features of Community-Based Programs

Community-based training programs affiliated with a college derive their strength from two important sources: their community roots and their link with a college. By sharing resources, both the agency and the college are able to offer the non-traditional student a custom-tailored learning environment.

Most community-based program affiliated with the college have no difficulty recruiting students and the attrition rate is minimal.

The job-placement rate is equally high even though most of the students are under-educated and come from severely disadvantaged backgrounds. A comprehensive evaluation of the results, however, has yet to be carried out and comparisons made with institutional programs.

An earlier study of community-based programs for women, however, reported 100% initial enrolment, a less than 15% attrition rate, and an 80-100% job placement rate (Livingstone & Richardson, 1985).

These programs are successful due to a number of innovative features.

Diversity of Learners

The decentralized, community-based nature of the programs helps them accommodate the specific needs of varied groups of learners. Learner satisfaction, as a result, is high. "Access to life-long learning" is no longer a platitude.

Flexible Admissions Policy

The programs are designed on the basis of the trainees' needs rather than one uniform standard. Entrance criteria are relaxed and "terminal performance objectives" adjusted to reflect the trainees' actual starting point.

College certificates are issued on the basis of each program's performance objectives, so there is a wide variety of certificates. This does not means that standards are sacrificed.

Affiliated programs are required to submit an annual

evaluation of their results, and the college teaching division, as well as the Community Outreach Department, regularly monitors their progress. The Evaluation Manual for Community-based Training Programs has proven to be most helpful.

Standards rather than standardization is the underlying philosophy.

Location & Size

Situated in community centres, empty high schools, libraries, factory warehouses, union halls, and storefronts, these programs make learners feel at home. Most programs enrol no more than 18 students in a class, ensuring a high student/teacher ratio.

"I wouldn't dare to go to any of your campuses - they're much too frightening...those big buildings are very scary," a member of an ethnic community told Maureen Hynes (1987, p. 101).

Dennison & Gallagher point out that "the view that 'big is beautiful' need not apply...colleges or at least college campuses, should approximate supermarkets more than assembly lines" (1986, p. 152).

Innovative Curriculum & Learning Methods

To meet the special needs of their clients, the affiliates have developed a host of original teaching approaches and aids including:

- English for Specific Purposes curriculum based on the occupational focus of the program.
- Computer-based upgrading and literacy courseware.
- Life skills curriculum specifically oriented to immigrant women.
- Extensive personal and career counselling.
- Performance and competency-based assessment measures.
- Measures to assess individual learning styles.
- Student-based curriculum especially in the area of literacy, English and life skills.
- An integration of theory and practice through on the job training.
- Group work, instructor demonstrations, and peer support in contrast to the "individualized learning plan" model.

College Accreditation

A college certificate is of great value to the trainees who appreciate their informal learning environments but still want formal recognition for their studies.

College accreditation is also a way to encourage trainees to continue their education. In several cases, graduates are given credit towards a college diploma program.

Sharing of Resources

The agency and the College each bring a set of strengths and limitations to a joint project, but they strive to make the most efficient use of these shared resources.

In many cases, the community agency is better able to recruit students, offer individualized counselling, secure and monitor work placements, and provide one-to-one tutorial assistance.

The College, on the other hand, is better able to provide the technical training, particularly when it involves the use of expensive capital equipment. The College is also adept at curriculum development and can provide certification, financial assistance, research, and a host of other administrative and student services.

This division of labour avoids a duplication of service and lessens the degree of competition between the college and the community over scarce funds.

As the College meets people on their own terms, life-long learning becomes more than a "master concept".

Case Studies of Specialized Programs

Bain Co-Op Housing Renovator Project (Women)

Fifteen women on social assistance are being trained as housing renovators in a pre-apprenticeship program which should set a precedent.

Funded by the Job Development Program of the CEIC, the project is co-sponsored by the Bain Apartments Cooperative Inc., a non-profit housing co-op, and George Brown College.

The Bain Co-op approached the College in the fall of 1987 with an innovative idea. The Co-op had been funded to undertake considerable renovation of their housing stock, and members of the Board wished to integrate a training component for some of their residents.

George Brown's Technology Division is well known for its training expertise in the building trades, so the College was a natural partner.

Through the Community Outreach Department, meetings were arranged and a proposal drawn up. After months of negotiation, the project was approved and officially blessed in March 1988. The grant will flow through the College, and the trainees will become "college employees".

The women will be trained for 50 weeks (a much longer time period than is normally funded by CEIC). The first 16 weeks will be spent at the College in an orientation component similar to the Women Into Trades & Technology (WITT) program. Training will be provided by WITT staff.

The trainees will then move out to the Bain where instruction will continue for part of every day, along with hands-on renovation of the apartments. College instructors will be on site.

The training will focus on pre-apprenticeship skills development in basic carpentry, electrical work, and plumbing.

The project manager hired by the Bain Co-op hopes to involve the Joint Apprenticeship Councils in the project in order to assist the women to enter apprenticeships once they graduate.

Both the federal and provincial governments are greatly concerned by the low numbers of women entering apprenticeships. The Bain Project will, hopefully, make a small dent in those statistics and foster the development of other, similar projects.

The Metro Labour Education & Skills Training Centre (Trade Unionists)

George Brown College has recently entered into an innovative partnership with the Labour Council of Metropolitan Toronto.

The Labour Council approached the College in the fall of 1987 to explore possible affiliation. The Council had just received federal funding to set up a Metro Labour Education & Skills Training Centre in downtown Toronto.

The Labour Council offers four different training programs, each of which is now accredited by either the Academic Upgrading or the Community Outreach Department of the College.

A Skills Training component helps laid off and unemployed workers to identify their skills, write a resume, prepare for job interviews, research the labour market, cope with stress, and/or prepare for retraining.

The Adult Basic Education program helps workers improve their skills in Math and English or prepare for further training. Classes take place either in the workplace or union halls, and peer tutoring by fellow workers is encouraged.

The English in the Workplace/ESL program has been an ongoing activity of the Council for the past six years. It's the largest union-based EWP program in Ontario. More than 30 programs in over 20 workplaces and union halls have been offered across Metro Toronto.

The curriculum is workplace-specific and is designed to upgrade learners' generic skills and enhance their participation at work, in their unions, and in the community.

The Labour Studies certificate program offers more than 675 part-time students an opportunity to study such issues as Labour History; Work, Racism & Labour; Occupational Stress; and International Affairs.

The Labour Council is responsible for the daily administration and delivery of the programs. The College handles student registration and certification, assists with program and curriculum development, designs and implements an evaluation plan for all four programs, offers staff development workshops, on-campus student services, publicity, and secures the funding for the Labour Studies Certificate program.

The Labour Council benefits from the credibility offered by College affiliation, while the College benefits from exposure to the many innovative practices of these programs.

The College believes the affiliation is a sign of good faith on both sides, and should help to improve the level of trust and understanding between management and labour.

Counselling Skills for Immigrant Settlement Workers Program (Multicultural Community)

This program grew out of a study conducted by the Ontario Ministry of Citizenship into the training needs of settlement workers in the province.

The Ontario Council of Agencies Serving Immigrants (OCASI) and the Community Services Division of the College have since agreed to co-sponsor a series of all-day workshops in counselling skills for immigrant settlement workers.

The pilot program will be funded by the Ministry of Citizenship. It is hoped that the program will be incorporated into the College's regular Continuing Education offerings the following year.

The workshops are designed to heighten participants' awareness of immigrant needs in the counselling relationship and to improve specific skills in cross-cultural counselling and assessment.

The program focuses on such issues as counsellor self-awareness, client attitudes and values, interviewing techniques, and effective referrals.

The training combines theory with practice, including discussions on counselling, case studies, videotaped role-plays, group-sharing, and projects.

The workshops are delivered by a training team consisting of experienced trainers from the College and OCASI as well as settlement workers themselves.

OCASI coordinates the project and recruits the students; the College provides a trainer and classroom facilities, assists with curriculum development, accredits the program, and ensures publicity.

Senior Citizens Initiative

At the request of Marvin Gerstein, the Chairman of the Board of Governors of George Brown College, the Community Outreach Department conducted an extensive survey of the educational needs and interests of senior citizens in Metro Toronto in 1987 (Rudin, 1987).

An Open House for Older Adults in June 1987 attracted more than 175 seniors with little publicity. The seniors completed a lengthy questionnaire and made their wishes known in no uncertain terms.

Daytime courses and activities, a Centre for Older Adult Learning, outreach to seniors in the multicultural community, a volunteer training and referral service, and training for both professional and non-professional caregivers of the elderly, were only some of the key recommendations (Rudin, 1987) .

Many seniors volunteered at the Open House to participate in an advisory committee. The George Brown College Seniors' Association was launched in November 1987, but it does more than just give the College advice.

The founding members intend to sponsor their own activities while recognizing their integral link with the college. A lecture series is planned for the fall of 1988, and a kick-off lecture by the Rev. Bob McClure on "Aging Successfully" is scheduled for June 1988. The Seniors' Association has been promised office space on campus as part of an Older Adult Learning Centre.

Not to be outdone, the College will offer two daytime Continuing Education courses especially for seniors this spring on a pilot basis. A small advertisement in the Continuing Education Calendar brought a flood of inquiries about the Conversational French, and Writing for Fun and Profit courses.

To reach those seniors who cannot physically come to the College, Senior Citizens' Consultant, Susan Rudin, has organized a special outreach program at St. Hilda's Retirement Home. Fifteen seniors, average age 83, attend weekly French classes on a credit basis.

Funding for courses of interest to seniors is a major problem.

The Ministry of Colleges & Universities does not, as yet, recognize the right of seniors to subsidized, life-long learning in a college setting. To mount special programs, all costs must be recovered, and many seniors cannot afford such tuition fees.

Offering existing credit (funded) courses in retirement homes and senior centres, however, is one temporary way around this dilemma. The courses

are open to the general public and yet tailored, obviously, to meet the special needs of older adults. If the St. Hilda's experiment is successful, George Brown may offer similar courses in other community settings next fall.

George Brown's Elderhostel is now going into its second year. A one-week residential program for seniors from across North America, the program is a sell-out. Last year, the College had more than 100 people on a waiting list.

This year, "A Culinary Taste of Toronto" will be offered for one week under the leadership of Canada's 1986 Chef of the Year, Willy Brand (a George Brown instructor).

The second week will focus on Toronto's waterfront, China Carousel, and Art Wherever You Are, in cooperation with Harbourfront Inc. Elderhostelers will stay in residence at the University of Toronto.

In cooperation with the George Brown College Seniors' Association and the Volunteer Centre of Metropolitan Toronto, the College is also actively pursuing funds for the creation of a Volunteer Centre on campus.

Seniors are already acting as tutors in the Allied Health Learning Resource Centre, and both students and volunteers are reportedly happy with this arrangement.

Seniors would staff the proposed Volunteer Centre and recruit other seniors to fill volunteer opportunities on campus as well as in the community. College employees and students would, in turn, be recruited to meet community needs. This "intergenerational" project could well set a precedent.

Growing Pains

An earlier paper, (Dance, 1987) documents some of the inevitable growing pains experienced by both the affiliates and the College as they enter into this form of partnership.

Many of the problems have since been resolved, although some tensions still exist. Certain built in structural conflicts are inevitable. Outstanding issues include:

- The transferability of credits from an affiliated program to a more advanced institutional program.
- Program evaluation on an individual program basis, as well as a system-wide comparative study of the results of institutional vs. community-based programs.
- Conflict over teaching/learning methods between community and college practitioners.
- Power conflicts over "who's in charge" when both the College and an agency have an equal investment in a program.
- Conflict over salaries between community trainers and better-paid College instructors.
- Lack of developmental time and funding.
- The external pressure from funders to mount quick turn-around programs, often in traditional, low-paying occupations.
- Administrative pressures and financial competition between the agencies and the College.
- Lack of funding and resources to "train the trainers".

Despite these obstacles, however, George Brown believes the "community affiliate" model is viable. As long as channels of communication are kept open and the dialogue between the college and the community continues, answers will be found.

Dennison and Gallagher point out that it will take political courage at both institutional and governmental levels to keep colleges accessible to most citizens and significant to community enhancement, especially as funds continue to decline (1986, p. 167).

George Brown is one college which has demonstrated that courage, with help from its community.

IV.HUMANIZING THE ORGANIZATION: THE MANAGEMENT OF CHANGE

The Need for Change

"It must be considered that there is nothing more difficult to carry out, nor more doubtful of success, nor more dangerous to handle, than to initiate a new order of things." (Kotter & Schlesinger, 1979, p. 106)

So why take the risk? Because the status quo is no longer tolerable nor viable.

As discussed earlier in this paper, the college system in Ontario is beset with a number of problems, both external and internal. And yet George Brown has been able to launch many new initiatives. Why?

This section of the paper focuses on the management of change inside the college system and describes some encouraging new developments at George Brown College. **There appears to be an integral link between the internal life of a college and its external programming.**

Even though some administrators might dispute the point, faculty members across the province perceive that "the colleges are managed along the lines of an industrial (some said military) production model with administrators being preoccupied with pecuniary efficiency and maximizing enrolment." (Skolnik, 1985, p. 7).

Of particular concern to faculty in the past has been the lack of consultation with them on major academic policy decisions. (Low morale and conflict over workloads led to a bitter strike by faculty members in 1984.)

Skolnik points out that the colleges are seriously underfunded but warns that "the excessive preoccupation with efficiency, almost to the exclusion of any other social or educational values, may be threatening the viability of the college system." (1985, p. 9).

An aging workforce is another major pressure on the system. It is becoming increasingly difficult for colleges to remain competitive with the private sector as faculty members lose touch with rapidly changing technologies.

This problem is compounded by the fact the college system has not made the professional development of both faculty and administrators a high priority.

"Professional development in the colleges is limited by inadequate resources for this activity and a lack of planning for professional development," Skolnik reports. "Our impression is that professional development has a very low priority in the colleges, an ironic situation for labour-intensive organizations which are committed to providing state of the art training in rapidly changing career fields." (1985, p. 10).

Dennison & Gallagher believe that change is the number one issue confronting Canada's colleges in the years ahead, and that "they need an operating mode that is compatible with responding to, and provoking institutional change." (1986, p. 200).

How to manage this change is the question of the day.

"The organization must put in place the systems, practices, culture and rewards that will encourage people to be enterprising - to solve problems and see and take advantage of opportunities," argues Rosabeth Moss Kanter (1987, p. 46).

Organizations that tap people's problem-solving abilities and enterprising skills, she explains, will have a culture of pride, rather than a culture of inferiority (1987, p. 47).

Change masters, she continues, are the people who can see the need for, and lead productive change. George Brown is fortunate to have such change masters among its senior managers.

The examples of internal change which follow are perhaps only the tip of the iceberg. And certainly the iceberg has yet to truly melt. But the process is underway. The challenge for management is to provide people with the tools to follow-up on these initiatives. To provide them with **information, support, and resources.**

A New Spirit of Collegiality

Increased participation by staff & students in the governing of the College

Staff and students now have a voice on George Brown College's Board of Governors. On December 17, 1987 they chose their representatives from among 16 candidates. There were no acclamations.

At the same time, elections were held for the new College Council from among students, support staff, faculty and administrators. The Council is the primary source of academic advice to the President of the College. It is mandated to develop policies, operational regulations and strategies, and guidelines to ensure educational accountability and excellence. The Chairperson of the Council is no longer, de facto, the Academic Vice-President, but an elected position.

A number of active committees and taskforces have been struck around such controversial issues as general education, apprenticeship training, and preparatory and remedial education. Fact-finding meetings around the college seem to be building the momentum for change.

These welcome developments are, in part, the result of a recent report by Walter Pitman to the Minister of Colleges & Universities. Pitman's recommendations are directed toward encouraging participation, team-building, and collegiality.

College President Doug Light has welcomed these initiatives. "Walter Pitman's optimistic view of the future of the college system could be a significant turning point in our development...it is clear that this new spirit of partnership is vital if we are to successfully meet the challenges we face." (1986, p. 2).

Greater cooperation between management and the union

In recent months, management and the union have been able to join forces and collaborate in the face of a number of important challenges.

When the federal government announced its intention to dramatically reduce funding to apprenticeship programs across the province, George Brown management and the Ontario Public Service Employees' Union mounted a concerted lobbying campaign.

The College hired a professional lobbyist to make its case in Ottawa, while the union contacted every former apprentice and union member and prepared for a massive letter-writing campaign to Members of Parliament. Employer representatives were also involved.

Following this unified action, the federal government postponed its decision by one year, giving the college system a welcome reprieve.

In a similar vein, OPSEU has strongly endorsed the multicultural initiative launched by George Brown's administration. OPSEU has also lobbied the provincial government to support similar initiatives in other colleges.

The three-year review of George Brown's operations, currently chaired by the Vice-President of the faculty union, is further evidence of a greater spirit of cooperation between management and the union.

As the process of consultation and participation deepens throughout the college system, perhaps both "sides" will be able to unite at critical moments in the interests of a greater good - the survival of the college.

Increased professional development activities

Over the past couple of years, more emphasis has been placed on professional development activities, particularly for faculty, as a result of the collective bargaining process. They run the gamut from short seminars to full-year professional development leaves.

Last year, the Board of Governors approved year-long professional development leaves for ten faculty members, and this year the number is twelve. In the future, the faculty union will be involved in the selection process. Several faculty members have chosen to use this leave to undertake new initiatives for the college.

The professional development needs of the remaining faculty, however, still need to be addressed in a more comprehensive manner. And training for administrators is a relatively untouched field.

Operational Reviews

George Brown embarked on the first phase of the

most thorough and complete review of its operations ever in the spring of 1986.

Every year for three years, teams of staff, students, and outside experts are reviewing a third of the College's operations, from the Board of Governors and President's Office on down. They report to a Steering Committee chaired by a faculty member, and to the Board of Governors which then submits a report to the Ministry of Colleges & Universities.

Changes have already been made in College operations as a result of the review. But perhaps the most significant aspect of the process is the use of interdisciplinary teams and broad consultation with the college community to identify areas for improvement.

The use of these problem-solving coalitions has opened up internal communications and fostered some honest soul-searching. This is a precondition to change.

Management Renewal

A retreat for all College Chairpersons in the fall of 1987 provided the impetus for a management renewal process that could be significant.

Morale among the Chairs was low last fall due to overwork, slim resources, and conflict with the union. (In eight years, the College has reduced its administrative ranks by almost 50%. By so doing, it has avoided the spectre of faculty layoffs as funding continues to decline.)

An outside consultant encouraged the Chairs to formulate their "grievances" and accept responsibility for the current state of affairs. In a meeting with the College president, the Chairs indicated they wanted more input in the decision-making process --to become true members of the George Brown College "management team". They felt isolated from both the union and top management.

The President responded by agreeing to organize a three-day management retreat for all administrators.

The retreat was a big success. An honest discussion of morale problems led to the development of a "George Brown College Management Philosophy" and the creation of several inter-disciplinary committees on such issues as communications, professional development, "hot issues of the day", and evaluation of managers.

Since then, two additional all-day Leadership Conferences have been held and a third is scheduled for May 1988. The first session dealt with the budget process and salary issues. Everyone present had the opportunity to give input.

At the second session, the results of the budget process consultation were fed back to the group and a set of recommendations adopted (virtually unanimously). The degree of consensus perhaps reflects the effectiveness of the broad consultation beforehand.

Three other issues were tackled: communications, the decision-making process in the college, and the professional development needs of managers.

A potentially controversial topic was the presentation on decision-making. Representatives of the Chairpersons' Committee raised three examples of recent decisions which they felt had not been based on proper consultation with the college community. The openness of senior administration led to a very fruitful discussion of "when it's appropriate for decision-makers to consult and with whom".

Collegiality and participatory management, however, are very complex and challenging issues to understand, let alone apply. It is not enough for managers to practice collegiality within their own ranks. They must apply this principle as well in their relations with support staff and faculty members.There could well be resistance to applying this new management principle as the implications hit home personally for each manager.

Further training and support from senior administration is essential if this change in the direction of "collegiality" is to continue. (For a fuller analysis of this phenomenon, see the last section of this paper).

The positive effect of "horizontal" linkages among the chairpersons, however, should be noted. The Chairpersons now meet on a monthly basis, as do the Women Managers. Vertical channels of communication are no longer the exclusive means of gathering and disseminating information. This is another form of democratic participation and a means to empower people.

The Multicultural Change Initiative

George Brown has embarked on a major multicultural change initiative which may be of interest to other colleges.

Background & Activities

More than 100 community representatives attended a conference entitled "Sharing Resources" organized by the College's Community Outreach Department in November 1985. The participants identified a number of training needs within the multicultural community and urged the College to take action.

Within a year, faculty member, Maureen Hynes, was appointed to the Community Outreach Department to conduct an extensive needs assessment. Consultations with more than 50 representatives of multicultural organizations and with college staff resulted in a 200 page report entitled Access to Potential: A Two Way Street in September 1987.

700 copies were circulated to community representatives, government officials, and college staff, together with a personal letter from the President asking for their comments.

The report's recommendations concerning policy, access, outreach, advocacy, staff development, and programming were unanimously supported.

More than 25 individuals and organizations took the time to respond in writing, including federal ministers, provincial deputy-ministers and assistant-deputy ministers, members of Parliament, CEIC officials, and community leaders.

The President of the Ontario Public Service Employees Union commended the College for its initiative and urged other colleges in Ontario to follow suit. Copies of Hynes' report were distributed to local executive members of faculty and support staff unions throughout Ontario.

The Report was also strongly endorsed by the College's Board of Governors and College Council.

It was standing room only for more than 200 people at the December 2, 1987 conference entitled "Meeting Multicultural Training Needs". A heated and sometimes controversial debate took place between the community representatives and government officials. The conference was an eye-opener for the College. It was clear that community members were no longer content with research reports and recommendations. They wanted action.

A draft two-year "implementation plan" was drawn up for the President's approval with the goal of creating an integrated multicultural organization.

It was decided that the change process had to come from the bottom up as well as the top down. For this reason, the President issued an appeal to all members of the College community to join a Multicultural Task Force on a volunteer basis. The Task Force is accountable to the President for its progress.

The response was astounding. 117 staff members volunteered within two weeks, with a roughly equal mix of representatives from among support staff, faculty, and administrators (in proportion to their total numbers).

One hundred staff attended the founding meeting on March 23, 1988 and signed up for more than 10 working groups. A steering committee composed of representatives from each working group will be created to coordinate the work.

Each volunteer will remain a member of the Taskforce per se and bimonthly meetings will be held to share information and evaluate progress. Training in cross-cultural communications and anti-racism will be incorporated into the Taskforce meetings.

At the same time, an External Multicultural Advisory Committee composed of 20 members from various racial and cultural groups has been created to guide the College during the multicultural change process.

An experienced external consultant has been hired to assist the College with this bold change effort. Maureen Hynes' secondment as the Multicultural Coordinator has been extended for another year, and in consultation with the local union executive, a second faculty member will join her next fall on a professional development leave basis.

A Metro Colleges Multiculturalism/Race Relations Network has also been initiated by concerned faculty members in order to integrate cross-cultural training into staff development and programming for students.

The President of the College recently appeared before the Mayor's Committee on Race & Community Relations, and was warmly greeted. Committee members urged the College to promote a similar process in other Ontario colleges. With encouragement from the Ministry of Citizenship, the College is exploring the possibility of George Brown facilitating a joint multicultural initiative in four other colleges.

The Needs and Recommendations

Maureen Hynes' study revealed that little has been done to analyze and extend the role of Canadian community colleges in the promotion of multiculturalism since the 1971 announcement of a federal policy on multiculturalism. This is despite the increasing cultural diversity of the population, particularly in Ontario.

Seventy-one per cent of Ontario's non-English speaking immigrants were located in Metro Toronto in 1981. For Adults Only also notes that in Toronto alone, "the number of people whose first language was neither English nor French grew by 80,840 between 1971-1981 - an increase of 14%" (1986, p. 9).

The Metro Social Planning Council concluded that "on average, immigrants with no knowledge of English or French earned only 43% of the annual salaries of immigrants who merely spoke some English" (Hynes, 1987, p. 47).

"Echoing throughout all these reports," Hynes concludes "are the themes of barriers to accessibility of mainstream training programs, the need for specific programs to address the disadvantages experienced by particular communities, the need for cultural sensitivity among mainstream providers of services, and the lack of policy directives and programs on the part of mainstream organizations to respond to an increasingly multicultural community" (1987, p. 74).

Earlier studies indicated that mainstream organizations tended to put the onus on the immigrant to adjust and adapt to Canadian society rather than sharing that responsibility. They had focused on the availability rather than the accessibility of their services to minority group members.

Based on extensive consultations with immigrant and minority groups, Hynes made a series of recommendations to the College including:

Policy

That the College develop a race and ethnic relations policy, together with an employment equity plan, and train all staff, faculty and administrators in the procedures relating to it.

That each department and division conduct a multicultural review process to identify barriers and needed services.

That the College develop a data base to identify the representativeness of College staff at all levels.

Access

That the College review its entrance and admission criteria.

That the College provide expanded childcare facilities.

That the College establish a multilingual Access Centre to counsel and refer student applicants to appropriate training programs, provide translation services as needed, and conduct outreach to the various racial and cultural communities in the city.

Outreach

That the College make a firm organizational commitment to conduct outreach to the various multicultural communities and hire the necessary multilingual resources.

That College promotional material reflect the reality of Toronto as a cosmopolitan city.

Advocacy

That the College advocate with the appropriate professional associations and governments over the evaluation of credentials of foreign-trained professional and tradespeople.

Staff Development

That the College develop a systematic cross-cultural/anti- racist training plan for all College staff.

Programming & Curriculum

> That new programs and curriculum modifications be developed including cross-cultural/anti-racist courses for students, mother tongue and second language literacy programs, English for Specific Purposes, and that community resources be integrated into College curricula.

The implementation plan puts the accent on internal "house-cleaning" during the first stage e.g., policy development, staff training, broadening of the College's employment equity plan, analysis of entrance criteria, and departmental multicultural reviews.

The creation of the Multicultural Task Force is a major achievement, but individual departments have already begun to take action.

The College's Industrial Training Division has developed cross-cultural training materials for the private sector and has offered a number of workshops on campus for staff.

A draft Race and Ethnic relations policy has been developed and submitted to the Ministry of Colleges & Universities for approval. The ESL Department has created an Advisory Committee from among members of the multicultural community. And a number of specific Continuing Education courses have been launched e.g. Chinese Translation, and Counselling Skills for Immigrant Settlement Workers.

Lessons

George Brown's multicultural initiative is still in its infancy, but, to date, it has been quite successful. There are number of possible reasons for this.

Judge Abella presented a workplace strategy termed "employment equity" designed to eliminate systemic discrimination in her well-known report, Equality in Employment (1984). She identified some key initial steps, most of which the College has observed.

Abella noted that clear executive support for the development of an organizational plan is essential (Hynes, 1987, p. 84). This plan has to be followed through with adequate accountability, implementation and monitoring systems, sufficient resourcing, and labour management consultation. George Brown has done so.

As the College continues to transform itself, resistance to change will inevitably surface. Kotter and Schlesinger point out that "in a rapidly changing world, managers need to increase their skills at diagnosing resistance to change and at choosing the appropriate methods for overcoming it" (1979, p.106).

Four of the most common reasons people resist change, they suggest, are: the desire not to lose something of value --parochial self-interest; misunderstanding and a lack of trust; different assessments of the situation; and low tolerance for change (1979, p. 108).

In dealing with resistance, the choice of strategy is key and depends entirely on the situation, the issue, and the people involved. Two common mistakes managers make is to use only one approach and to approach change in a disjointed and incremental way that is not part of a clearly considered strategy.

Kotter & Schlesinger suggest 6 different strategies.

1. Education and communication - educate people about change beforehand.

2. Participation and involvement - if the initiators involve the potential resistors in some aspect of the change design, they can often forestall resistance. Involvement usually leads to commitment.

3. Facilitation and Support - provide training in the new skills and staff your human resource department adequately.

4. Negotiation and Agreement - offer incentives to active or potential resistors.

5. Manipulation and Co-optation - if resistance is a major problem, involve a representative in the design or implementation of a change. (This can lead to future problems if people feel manipulated).

6. Explicit and Implicit Coercion: use where speed is essential, changes will not be popular, and change initiators possess considerable power. (This can be risky if it leaves people mad at the initiators). (1979, p. 111)

The authors recommend use of the first four strategies in most cases. **They warn against the desire to move too quickly and involve too few people.**

George Brown has used a mix of these four strategies in its multicultural change initiative. Before creating the Taskforce, education around the issues was carried out and communicated to the college and the community through conferences, small group meetings, and written reports.

Instead of hand-picking a select few, every single staff member was asked personally to volunteer for the Taskforce. The response is certainly testimony to the fact "there's life in them thar colleges". It shows a considerable amount of goodwill and interest among college staff in collectively shaping the future of George Brown.

Now that the Taskforce is formed, facilitation and support become key. Sufficient staff resources have been allocated, an external consultant hired, and training workshops will be offered shortly.

It will not be easy, however, to maintain this momentum. In the future, the College will need to:

- Sustain broad involvement from among all sectors of the college community.
- Identify concrete, measurable goals.
- Achieve "small wins".
- Communicate progress to all concerned.
- Structure in a reward and recognition system for the pioneers and innovators.
- Ensure ongoing commitment from senior management, including sufficient staffing and financial resources.
- Ensure that support staff and faculty members are not penalized for participating in the change effort.
- Maintain an attitude of cooperation and mutual respect towards the union.
- Involve students and the community at large in the process in order to avoid "navel-gazing".
- Make standards and requirements clear.
- Modify its change strategy if conditions change.

V. THE CHALLENGES AHEAD

As this paper has tried to demonstrate, George Brown is in the midst of an exciting change process.

As the College renews its commitment to life-long learning for all citizens, the organization itself must engage in a life-long learning process.

But it is not easy to transform a large organization, particularly an institution with 1,300 staff members, 10,000 full-time and 50,000 part-time students. It requires time, flexibility, patience, and most importantly, a dynamic vision of the College ten years from now.

Funding Constraints

As discussed earlier, the College is confronted with several thorny external problems, particularly on the funding front. These issues cannot be "wished away" and will affect George Brown's ability to renew its organization.

If the college is to change fundamentally, it will require additional resources: new staff, expanded professional development activities, and new programming and curriculum initiatives. Adequate funding is a precondition.

Support from the appropriate government ministries will be essential.

Structural Conflicts

As the organization engages in a new learning process, its structure may have to change.

The literature on organizational development and change in the college sector in Ontario is scarce. Critics have pointed out defects in the management style of college administrators, but have not sufficiently analyzed the structural basis for many of the conflicts which have surfaced in Ontario's colleges in recent years.

Even the most enlightened and democratic of administrators cannot side-step certain fundamental conflicts which are embedded in the organizational structure of Ontario's colleges. It is important to be clear about this in order to avoid a defensive reaction in administrators.

The following thoughts are offered, therefore, in a tentative way in order to encourage further discussion. The answers are not at all clear.

A modern-day guru of management science, Tom Peters, has a universal prescription "for a world turned upside down". In his latest book, Thriving on Chaos, he urges managers to pursue fast-paced innovation, involve everyone in everything, use self-managing teams, simplify/reduce structure, train and retrain, develop an inspiring vision, bash bureaucracy, and decentralize authority (1987).

There is much in the book that is relevant and inspiring, but as a universal prescription for every organization in every place at every time, it leaves much to be desired.

"There is still money to be made and notoriety to be gained, in peddling universal prescriptions," Henry Mintzberg observed in 1979. "Fashion favours the structure of the day, sometimes even when inappropriate," (1979, p. 292).

There is no one best structure. The art of good management is to weigh a number of variables such as the age, size, and technical system of an organization together with its environment in determining the best organizational fit.

In a thorough and comprehensive analysis of organizational structures, Henry Mintzberg isolates out five major structures.

Simple Structure

Characterized by direct supervision, centralization of power both vertically and horizontally, small, non-sophisticated technical system. Examples: auto dealership with a flamboyant owner, a middle-sized retail store.

Machine Bureaucracy

Characterized by the standardization of work processes, large operating unit size, vertical centralization and limited horizontal decentralization. Managers concerned with efficient ways to produce given outputs. Irreconcilable conflict between the technical and social systems. Examples: national post office, a steel company, a prison.

Professional Bureaucracy

Characterized by the standardization of skills, vertical and horizontal decentralization, non-sophisticated technical system, operating core of "professionals" the key part. Examples: universities, general hospitals, school systems.

Divisionalized Form

Characterized by the standardization of outputs, performance control system, limited vertical decentralization, diversified markets. Examples: Fortune 500 corporations, multi- universities.

Adhocracy

Characterized by liaison devices, selective decentralization, horizontal job specialization, functional and market groupings, often automated technical system. Examples: innovative small electronics firms, R & D firms, NASA.

George Brown could perhaps be described as a professional bureaucracy situated within a divisionalized form containing scattered small adhocracies throughout its ranks (Community Outreach, Research & Planning, taskforces, etc.)

Problems arise, however, because each structure has certain strengths and limitations and, in combination, may result in conflict.

A professional bureaucracy, by its very nature, must give trained professionals considerable control over their own work. Universities, for example, tend to foster democratic structures. Professors seek collective control of the administrative decisions that affect them (Mintzberg, 1979, p. 358).

The problem inherent in this structure, however, is that "there is virtually no control of the work outside the professor...and no way to correct deficiencies that the professors themselves choose to overlook" (Mintzberg, 1979, p. 372).

When governments and administrators try to control the work of a professional bureaucracy through direct supervision, or standardization of work processes or outputs, this discourages and impedes the professionals. "The fact is that complex work cannot be effectively performed unless it comes under the control of the operator who does it" (Mintzberg, 1979, p. 377).

In losing control over their own work, Mintzberg points out, professionals become passive, like the operators of the Machine Bureaucracy (1979, p. 378). "The strategic apex gets caught between a government technostructure hungry for control and an operating core hanging on to its autonomy for dear life. No one gains in the process" (1979, p. 378).

Echoes from the Skolnik report?

Ontario's colleges, much more so than the universities, are subject to external controls. They are government-regulated, highly sensitive to the political process, and unionized.

Mintzberg suggests that change in the professional bureaucracy can only seep in "by the slow process of changing the professionals - changing who can enter the profession, what they learn in its professional schools, and thereafter how willing they are to upgrade their skills." (1979, p. 379).

The situation is even more complex when a professional bureaucracy is embedded within a divisionalized form (a hybrid). George Brown, for example, has seven major divisions: Hospitality & Fashion, Academic, Business & Graphic Arts, Technology, Continuing Education & Marketing, Research & Program Development, Industrial Training & Futures, and Health Sciences & Community Services.

In general, senior administration allows the deans considerable autonomy to make their own decisions, but monitors the results of these decisions through quantitative performance measures.

The main factor which drives an organization to use the divisionalized form is market diversity, based on either product/service, client, or region. In George Brown's case, the divisions tend to be based on product/service.

This structural form has become increasingly popular in the public and institutional sectors for a number of reasons. It permits an efficient allocation of capital, and allows the organization to spread its risk and be strategically responsive.

Counter-arguments can be made. An ailing division may be propped up longer than it should, and **true innovation does not thrive under standardized external control**. "Performance measures become virtual obsessions, driving out goals that cannot be measured - product quality, pride in work, customers well served, an environment protested or beautified" (1979, p. 424).

There is hope yet, however. "In the final analysis, perhaps the best that can be done by governments and institutions intent on using some form of divisions is to appoint managers and other employees who believe in the social goals to be pursued and then to set up the mechanisms for some kind of periodic personal review of their progress" (1979, p. 429).

These social goals must be clearly defined. A dynamic vision of George Brown's philosophy and mission, understood by every member of the college, becomes essential.

It should be noted, however, that Dennison & Gallagher are skeptical of the ability of colleges to develop a consensus among their people.

"Much closer to reality is the existence of power blocs within colleges...with diversity rather than unity of purpose and with adversarial relationships rather than cooperation dominating the way in which people function in relation to each other" (Dennison & Gallagher, 1986, p. 202).

The rigidity of traditional hierarchical management, however, they find just as unsuitable as the pure collegial decision-making model of the universities. They note that college personnel are professionals who need considerable autonomy, and that administrators work best in a team framework rather than in the structured relationships associated with bureaucracies.

Likewise, college students are not components on an assembly line nor merely the "product" of colleges.

The keys to effective college management, they suggest, are:

- A clear sense of direction or purpose
- Openness of communication.
- Clarification of roles and accountability.

"Consultation, the honest seeking of informed advice by experts on matters within their expertise, should characterize the management style of contemporary colleges" (Dennison & Gallagher, 1986, p. 207).

Consultation, however, does not equal the power or authority to decide, and should be offered to those with particular expertise in the matter under discussion. But an important distinction should be drawn between consultation on professional matters and consultation on institutional concerns where a decision might affect the entire life and direction of the College. In the later case, broad consultation is not only appropriate but vital.

George Brown is currently attempting to draw up such "consultation guidelines".

The use of one-time only taskforces and special problem groups, Dennison & Gallagher also suggest, "can maintain the continuity and consistency of management" and keep the administrative complements lean (1986, p. 211).

A little bit of adhocracy works wonders!

Human Resource Development

Through enhanced professional development activity and support for bold new programming initiatives, the College may increase the number of "change masters" within its ranks. Leaders who are sensitive to the external environment, yet able to challenge traditional beliefs, build coalitions, and communicate a clear vision.

At George Brown, that vision needs re-working with input from all members of the College community. We need to resolve, over time, such controversial issues as:

- General education and its relationship to skills and apprenticeship training
- Post-diploma and university transfer programs in a college setting
- Centres of excellence
- A multicultural policy for a cosmopolitan college
- The potential impact of free trade on jobs and training
- The need to diversify and discontinue non-viable programs
- Access to life-long learning through outreach and innovative modes of program delivery.
- Distance education
- Computer-based learning
- Improved student retention rates through an emphasis on the quality of student life.
- Program evaluation and curriculum development.
- Professional development and renewal of aging faculty and staff.

A greater priority must be placed on human resource development, both in terms of staffing and funding --for faculty, support staff, and administrators. After all, people power is the greatest resource a college has.

Life-long learning is essential, not just for students, but for those who teach and serve them.

At George Brown, the process of management renewal has only just begun. Other attempts have been made in the past, with varying degrees of success. Today, though, there can be no turning back.

George Brown's Management Philosophy is not yet ready to be framed, but if the spirit is willing, amazing things can be done!

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APPENDIX I:
COMMUNITY-BASED AFFILIATED PROGRAMS: BY CLIENT GROUP

(March 31, 1988)

Program	Description	Partner	Funder
	WOMEN		
Housing Renovator Project	A full-time pre-apprenticeship program in housing renovation for women on social assistance.	Bain Apartments Cooperative Inc.	CEIC: Job Development, General Projects
STEP Program	A full-time training program in microcomputer skills for sole support mothers.	Dixon Hall	CEIC: Direct Purchase
Focus On Change	A full-time bridging and academic upgrading program for sole support mothers.	YWCA of Metro Toronto	CEIC: Direct Purchase
Working Skills for Women	A full-time and part-time upgrading program in math, science, communications, computer literacy, and life skills for women.	YWCA of Metro Toronto	CEIC: Direct Purchase
Clerical Training for Employment Program	A full-time training program in microcomputer skills for immigrant women.	Working Skills Centre	CEIC: Job Entry, SED project
Overland Training for Employment Program	A full-time training program in microcomputer and office skills for women re-entering the workforce.	Flemingdon Neighbourhood Services	CEIC: Job Re-Entry
Microcomputer & Office Skills Training Program	A full-time training program in micro-computer and office skills for women re-entering the workforce.	Alexandra Park Residents' Association	CEIC: Job Re-Entry
Daycare Assistant Program	A part-time training program as daycare assistants, particularly for residents of public housing projects.	Metro Toronto Housing Authority	Ont. Min. of Colleges & Universities, Continuing Education Branch
Computer-Aided Design & Drafting for Immigrant Women	A full-time program in computer-aided design and drafting with English for a Specific Purpose for immigrant women.	Immigrant Women's Job Placement Centre	CEIC: CITC (TACET) Indirect Purchase
Introduction to Construction	A part-time introductory course in the management of construction projects, particularly for women.	National Association of Women In Construction	Ont. Min. of Colleges & Universities, Continuing Education Branch
Riverdale Immigrant Women's Centre	A curriculum development project for a pre-employment training program for immigrant women.	Riverdale Immigrant Women's Centre	CEIC: Job Development, General Projects

Program	Description	Partner	Funder
	FUNCTIONALLY ILLITERATE		
Small Group Literacy Project	A bridging program for small groups of functionally illiterate learners based primarily in five community agencies with the college providing career counselling and computer/shop exposure.	Alexandra Park Learning Centre, East End Literacy, Parkdale Project Read, Toronto Alfa Centre, St. Christopher House	Ont. Min. of Skills Development, OBS Program
	NATIVE PEOPLE		
Working Skills for Native Women	A full-time training program in office, retail and computer skills for native women.	Wanepuhnud Inc.	CEIC: Job Development, General Projects
	FRANCOPHONES		
Operatrice-Teur de Micro-Ordinateur	A full-time microcomputer training program in French for francophone women re-entering the workforce.	COFTM/Centre Francophone	CEIC: Job Re-Entry
Operatrice-Teur de Micro-Ordinateur	A full-time microcomputer training program in French for unemployed francophones.	COFTM/Centre Francophone	CEIC: Job Development, General Projects
	TRADE-UNIONISTS		
Labour Studies Certificate Program	A part-time program in labour studies for trade unionists and the general public, offered at the workplace and in union halls.	Labour Council of Metropolitan Toronto	Ont. Min. of Colleges & Universities, Continuing Education Branch
Adult Basic Education program	A part-time program in literacy and numeracy for workers, offered at the workplace and in union halls.	Labour Council of Metropolitan Toronto	CEIC: Innovations
English in the Workplace/ESL	A part-time program in work-specific English designed to enhance workers' participation at work, in their unions, and in the community.	Labour Council of Metropolitan Toronto	Ont. Min. of Skills Development, Min. of Citizenship
Skills Training Program	A full-time and part-time career orientation and upgrading program for laid off and unemployed workers.	Labour Council of Metropolitan Toronto	CEIC: Innovations

Program	Description	Partner	Funder
MULTICULTURAL COMMUNITY			
Counselling Skills for Immigrant Settlement Workers	A series of all-day workshops in counselling skills for immigrant settlement workers.	Ontario Council of Agencies Serving Immigrants	Ont. Min. of Citizenship
Practical Translation in the Chinese & English Languages (Basic & Advanced)	A part-time program in Chinese translation, basic and advanced.	Chinese Interpreter & Information Services	Ont. Min. of Colleges & Universities, Continuing Education Branch
CANACT Skills Development Centre project	A full-time training program for African immigrants in microcomputer and life skills.	CANACT Skills Development Centre	CEIC: Job Entry, SED

NOTE: A majority of the participants in the programs listed under the category of women, trade-unionists, and the unemployed are immigrants and/or members of visible minorities.

UNEMPLOYED YOUTH & ADULTS			
Office Software Operator Program	A full-time training program in the use of office software for unemployed youth and adults.	Centre for Advancement in Work & Living	CEIC: Job Development, General Projects
Computers in the Community	A series of part-time courses in microcomputer skills for unemployed adults.	Dixon Hall	CEIC: Private Purchase
Theatre Production Technician	A full-time training program in the technical aspects of theatre production.	Theatre Ontario	CEIC: Job Development, General Projects
Assistant Cook	A full-time training program for social assistance recipients as assistant cooks.	Woodgreen Community Centre	CEIC: Job Development, General Projects
Microchip	A full-time training program in microcomputer skills for unemployed youth.	Microchip Inc.	CEIC: Job Entry, SED
DISABLED PEOPLE			
Automated Office Procedures for the Blind & Visually Impaired	A full-time training program in automated office procedures for the blind and visually impaired offered at the CNIB.	Canadian National Institute for the Blind	Ont. Min. of Community & Social Services, Vocational Rehabilitation
Microcomputer Applications Training Program	A full-time training program for the severely disabled in microcomputer applications.	Ontario March of Dimes	Ont. Min. of Community & Social Services, Vocational Rehabilitation

Program	Desription	Partner	Funder
	DISABLED PEOPLE (Cont.)		
Microcomputer Literacy Project	A part-time program for occupational therapists in microcomputer skills offered at Sunnybrook Hospital.	Community Occupational Therapists Assoc.	Tuition Fees
	EX-OFFENDERS		
Operation Springboard	A full-time training program for ex-offenders as printing press operators.	Operation Springboard	CEIC: Job Development, General Projects
	SENIOR CITIZENS		
Elderhostel	A two-week residential program focused on Toronto's waterfront and George Brown's School of Hospitality; participants stay in residence at the University of Toronto.	Harbourfront Inc.	Elderhostel Canada Student Tuition Fees
Seniors' Lecture Series	A voluntary association of seniors offering programs designed by and for seniors on campus (e.g. "Aging Successfully" lecture).	George Brown College Seniors' Association	Tuition Fees
Conversational French	A part-time program in Conversational French offered during the daytime at a senior citizens' nursing home.	St. Hilda's Nursing Home	Ont. Min. of Colleges & Universities, Continuing Education Branch
Conversational French	A part-time program in Conversational French offered during the daytime on campus, especially for seniors.	GBC Seniors' Association	Ont. Min. of Colleges & Universities, Continuing Education Branch
Writing for Fun & Profit	A part-time course offered during the daytime, especially for seniors interested in writing for fun and profit.	GBC Seniors' Association	Ont. Min. of Colleges & Universities, Continuing Education Branch
	OTHER		
Proposal-Writing for Trainers Manual	A project to develop a proposal-writing manual for trainers in the community and college sectors.	St. Stephen's Community House	Ont. Min. of Skills Development, Special Projects Fund

APPENDIX II

COMMUNITY-BASED AFFILIATED PROGRAMS: BY FUNDING SOURCE

(March 31, 1988)

GOVERNMENT OF CANADA:

Employment & Immigration Canada

Direct Purchase	3
Private Purchase	1
Indirect Purchase:	
Job Development, General Projects	6
Job Entry, SED Projects	5
Job Re-Entry	3
Innovations	2
CITC (TACET)	1
Sub-Total	21

GOVERNMENT OF ONTARIO:

Ministry of Skills Development

Ontario Basic Skills Program	6
Special Projects Fund	1

Ministry of Colleges & Universities

Continuing Education Branch	7

Ministry of Community & Social Services

Vocational Rehabilitation Services	2
Ministry of Citizenship	1
Sub-Total	17

TUITION FEES ALONE	2
GRAND TOTAL	41

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